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17 Oct. 1969: M.P.C. *WPSL* 12

typed forward 11/21/69

Historical Memorandum

Subject: Suggestions on Historical Records Bearing on the
President's Intelligence Advisory Boards, 1956-69

In historical and archival terms it must be emphasized that there have been four different and successive public-citizens' boards used by four successive Presidents for reviewing CIA and U.S. intelligence during the past 14 years since 1956. These four agencies must be considered somewhat separately, I think, in historical and archival terms, although they developed in a single sequence and were supported by only two secretariats for the four boards (Gen. Cassidy, 1956-59, and Patrick Coyne, 1959 to date), and were handled in CIA by only two CIA liaison officers for the four boards (Lyman B. Kirkpatrick, 1956-65, and John A. Bross, 13 July 1965 to date).

The unique files on Board matters kept in CIA first by Kirkpatrick and then by Bross are of course the primary and essential sources for any historical studies or revised studies on CIA's continuing and changing relationships with these several Presidential boards. The suggestions below are addressed mostly to the variety of other files, kept within

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CIA or on the outside, which contain--or might contain-- parallel sources of historical evidence that go beyond were the central files that kept by the CIA liaison control officer under [redacted] rev. 13 July 1965) and previous HR's. (Text of [redacted] rev. 13 July 1965, attached.)

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The four Boards are as follows: (1) President Eisenhower's initial Board, Jan. 1956 to Jan. 1961, headed first by Dr. James R. Killian, later by Gen. John E. Hull; (2) President Kennedy's Board, 1961-63, headed first by Dr. Killian, May 1961 ff., then by Clark Clifford, May 1963 ff.; (3) President Johnson's Board, headed (again) by Clifford, Nov. 1963 ff., then by Gen. Maxwell D. Taylor, 1968 ff; and (4) President Nixon's Board, reconstituted on 20 March 1969 and headed (again) by Gen. Taylor, with some old members re-appointed and a number of new members added. These and other membership changes all have had a direct bearing both on the history of CIA's relationships with the Board and on the tracing of relevant historical records, outlined below.

In addition, the pre-1956 period of CIA's history should be noted, in passing, because of the variety of important precedents legislative and conceptual origins and ~~precedents~~ bearing on the four later Presidential boards. These origins and precedents date back variously to 1947-48 and 1954-55, and

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had
they have even ~~had~~ earlier roots in some of the World War
II public investigations of the U.S. intelligence community,
notably in re the Pearl Harbor disaster of 1941. More
immediately, in 1954-55, it is clearly evident, in some
of the records in O/DCI used by the Historical Staff for
the Dulles period of CIA, that the Presidential citizens-
board idea was being formulated, actively and in specific
terms, during certain crucial days in 1954 (specifically
June 7 to 9), when Congressional attacks were now con-
verging on CIA from several directions, notably from Senator
Mike Mansfield (who had been promoting the Congressional
watch_dog idea for some time), and Senator Joseph McCarthy
(who was urging personnel investigations and purges). During
those crucial days, the records show that Allen Dulles and
other CIA officials were in close consultation with
President Eisenhower's assistants in the White House,
notably Sherman Adams, Wilton B. Persons, and Robert Cutler,
undertaking together to draft, discuss, and revise various
alternative proposals for meeting the attacks, including the
use of outside investigations of CIA by a blue-ribbon
committee to be made up of distinguished private citizens.
These proposals led directly, it appears from the records,
to the Mark Clark Task Force of Hoover Commission No. 2
(announced 4 July 1954), and James H. Doolittle Study Group

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(8 July 1954), and--eventually--the James R. Killian Board (announced 13 Jan. 1956). These ideas in June 1954, furthermore, were not wholly unprecedented. See, for example, the experience of CIA, IAC, and USCIB with (1) Hoover Commission No. 1 in 1948, notably the Eberstadt Task Force on the "National Security Organization" (for which John A. Bross was CIA's chief staffer, along with Arthur Sutherland); and (2) the NSC's Intelligence Survey Group in 1948, made up of outside citizens including Allen W. Dulles, William H. Jackson, and Mathias Correa (for which Robert Blum of Defense Secretary Forrestal's staff was the principal intra-governmental staffer). For these early years there are a variety of histories and historical records, on file in the Historical Staff or recorded in HS indexes and Records Center indexes, which bear importantly on CIA's relationships with public-citizens committees and with the public-citizens committee concept.

O/DCI Records1. Central files of Board's Liaison Officer in CIA.

(Kirkpatrick, Bross). The files kept by Kirkpatrick, as first liaison officer, Jan. 1956, ff., were in general kept separately from his operating files kept concurrently as Inspector General (to April 1962), as Executive Director (April 1962 to Nov. 1963), and as Executive Director-Comptroller

(Nov. 1963 to 5 July 1965). Likewise, it is presumed, the Board files kept by Mr. Bross, from July 1965 ff., are kept separate from his working files as D/NIPE.

In addition, however, important correspondence on Board-generated problems did also get filed, for the Kirkpatrick period in particular, in the archives of his related offices.

(A) E.g., Kirkpatrick's IG files on internal management problems and investigatory cases doubtless contain preparatory and follow-up documentation on some of the numbered recommendations of the President's Board. That is, copies of some of these IG papers on Board-generated recommendations are also filed, in parallel, in the DCI/ER's files, under "IG" and other headings, along with related internal correspondence and comment in some cases.

(B) Similarly, files of the DCI's "morning meetings" kept by Kirkpatrick as Executive Director doubtless contain references to deliberations and decisions on Board-related issues.

(C) Still another example of parallel historical evidence are the records of the Kirkpatrick- [REDACTED] 25X1A committee study done for McCone, in 1961-62, dealing broadly with CIA's internal organization and community relationships (on file in DCI/ER). These papers contain some useful evidence of [REDACTED] personal participation (ostensibly wearing his Committee hat rather than his PFIAB Secretariat hat).

(D) JSG file - (16) - Pat Coyle was White House Rep (via Jordan Gray).

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2. DCI/Executive Registry Files (correspondence of the DCI, DDCI, and staff officers in O/DCI). Especially for the Dulles and McCone period, there are a number of pertinent folders of correspondence, external and internal, which contain such historically useful items as the following.

Examples: DCI's copies of agenda of PFIAB meetings; DCI correspondence directly with the White House, and internally with various DD's, on Board recommendations and follow-up; copies of some of the DCI's semi-annual and annual reports on CIA, prepared for the PFIAB; papers on membership questions (e.g., Frank Wisner was apparently considered a future candidate by McCone, early in 1962); DCI's correspondence with the CIA Comptroller ^(Saunders) on a BOB proposal, early in 1960, for a community-wide budget review (in which the Board was partially involved); intra-office correspondence on Kirkpatrick's request for a special sensitive phone linkage with Coyne, in 1961 (denied by Gen. Cabell); briefs on some of the special CIA presentations to the Board (e.g., on personnel security procedures, 1963); etc.

In each case only part of the record is present, of course, partly because the basic case files and follow-up records were normally decentralized to the operating

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Directorates and other major components. Furthermore, for the Kirkpatrick liaison period, the pertinent items are filed, not normally in a "Pres. Board" folder per se, but more commonly under some of the other established headings in the DCI/ER filing system, such as "White House," "IG," "Comptroller," "DD/S," "DD/P," etc.

One important index for tracing the above policy-level material is the DCI/ER log-index (3x5 manifold slips), which for the Kirkpatrick period contains some useful historical references to Board-related matters which came to the attention of the O/DCI but which were not actually filed in DCI/ER, but routed and recorded elsewhere (as indicated on the indexes), to one or more other operating offices and directorates or to an outside addressee. Useful entries and clues can be found cross-referenced under "Pres. Board," "PFIAB," [REDACTED] various Board members by name, etc.

Finally, certain personal files of Dulles and McCone were kept separate from the established correspondence folders in DCI/ER, and doubtless contain memcons, appointment records, and other data on each DCI's personal involvement with the Board members, with Board meetings, with the President and other authorities in the White House served by the Board, and with CIA and community officials who were confronting Board-related policy issues.

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3. Deputy Director Files. Each of the four Deputy Directors, notably the DD/I and the DD/P but also the DD/S and (after 1962) the DD/R followed by the ~~DD~~S&T, were consulted by the DCI on Board affairs. Each of them was involved, in and out of season, in advising the DCI on such matters as Board membership, Board agenda, follow-up on Board recommendations and criticisms, and presentations to the Board. Whether a given DD was serving, ex officio, as a Deputy to the DCI and a member of the DCI's staff, or as head of a major operating Directorate, all of them doubtless recorded items, from time to time, bearing on the President's Board. From the cross references found in DCI/ER and other files noted above and below, as well as in the HS master index, it is evident that Board affairs have from time to time permeated the work of every major office in every Directorate. For example, the shelflists of retired records for the Dulles period, retired by the DD/I and his principal components, contain some specific references to Board-related policy files. Doubtless the retired records of the directorates for the McCone period and later periods similarly contain abundant documentation, in detail, on CIA's relationships with the Presidential boards.

Special assistants to the DCI, similarly, were involved in Board matters, and their files doubtless reflect such

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special concerns. E.g., the CIA Sigint Officer [REDACTED] 25X1A

[REDACTED] was expected to advise the DCI directly when a matter 25X1A
in the Sigint field was at issue. (See [REDACTED]
S).

4. USIB Secretariat files. Presidential Board recommendations not infrequently have dealt with community-wide problems that were taken up in USIB meetings and USIB committee deliberations, and they are variously noted in the records. In 1962, for example, Board recommendation No. 15, dealing with S & T responsibilities generally, was tabled for USIB discussion (USIB-D-34.4/2 to 4; and USIB-M-197, 225, and 246). Such papers as these, together with any background notes on these matters in USIB/S, doubtless illuminate both the development of procedure and the unfolding of events in meeting Board-generated questions about the community.

5. General Counsel's files. Lawrence Houston, as G/C, was doubtless consulted on Presidential Board matters, including origins, charter development, executive order drafting, membership, etc. His files, including those on precedents, should be particularly valuable in any review or re-reviews of the Board's histories.

6. DCI/Public Affairs Office files. The press-surveillance files kept by Colonel Stanley Grogan (later by

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Messrs. [REDACTED] contain important press comment on the development of the Presidential Board concept, in theory and practice, and on the news behind the news on Board membership changes, etc. The New York Times' virtually book-length coverage on CIA and the Community, in April 1966, exposed many details on the Board. More recently, the news of President Nixon's use of the Board for an annual "supplementary" intelligence assessment of the ABM threat, on 14 March 1969, while it apparently generated little public discussion, was a major ^{public} event, somewhat unprecedented, in the changing role of the President's Board.

7. Historical Staff files. The HS/HC collection contains, among other items, copies of the [REDACTED] history of the Killian-Hull Board, 1956-60 (1964), a HS memo on the changing membership of the boards from 1956 to 1963 (1964), copies of correspondence on the proposals for a presidential-level board in June 1954, selected press comments, 1956-59 ^{and 1961}, and a small folder of [REDACTED] selected copies of documents (mostly from DCI/ER files) illustrating board activities during the McCone period, 1961 ff.

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The HS master index also contains references to a variety of DD/P, DD/S, and DD/S&T matters in which the

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several boards were interested, variously dated from 1956 to 1969.

Outside Files

Outside CIA, the files under present or former White House control which have a bearing on the four successive Presidential Boards are structured somewhat as follows.

8. Board Secretariat Files. These files were kept first by General Cassidy; ^{later,} starting in July 1959, by N. [redacted] detailed from the NSC staff. Whether these files were ever consulted by Mr. Kirkpatrick is not known. Whether any of the files were periodically retired, either to the NSC record group (kept in CIA storage for the NSC) or elsewhere has not been verified. It is doubtful whether any of these files have been pre-empted for the Presidential Libraries under the National Archives (Eisenhower, Kennedy, and Johnson Libraries), but the point has not been verified.

9. Presidential Library Files. The personal files of each of the above three former Presidents, which have been retired or scheduled for retirement to the appropriate Presidential Libraries, do doubtless contain some collateral papers on the development of a given Board, especially on the public aspects. These files (judging from the example of ^{and "White House"} ~~FDR's~~ ^{library's} files on OSS) should be interesting at least for

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marginal and tangential items bearing on the Killian, Hull, Clifford, and Taylor boards, such as membership changes, and outside pressures, pro and con, seeking to influence U.S. intelligence policies.

The material selected for the LBJ Library by CIA, in 1968, contains one major item bearing on the history of the Board--a bibliographical listing of the DCI's semi-annual reports on CIA addressed to the President's Boards, 1956-63, the five annual reports on CIA, 1964-68, and the DCI's five annual reports on Community coordination, FY 1964-68. These important reports (customarily drafted primarily by the several Deputy Directors), along with the separate annual departmental reports prepared by the USIB member agencies, provide a basic historical introduction to the ^{many} kinds of intelligence development and performance issues which were of special interest to the President's Boards during those 14 years.